

Appendix A

Sample School District Governing Board Policy for Safe Schools

The following sample policy—modified from the California State Board of Education Policy on School Safety, Discipline, and Attendance—may be adopted or adapted in accordance with a school district’s needs.

The school district governing board believes that all students and staff have the right to safe and secure school campuses. These campuses are characterized by a welcoming and violence-free school environment that promotes a sense of belonging. Actions that threaten the school environment, such as intimidation by groups or weapons possession, must be addressed by schools, districts, and their governing boards to avoid creating a climate of fear and further violence. The school environment must be safe so that learning can take place.

The school district governing board believes that a comprehensive continuum of prevention and intervention strategies and activities must be in place to ensure the welfare of students and staff members. It desires that every effort be made to prevent violence on and around school campuses. To accomplish this end, it intends that all schools in the district develop a comprehensive safe school plan that addresses the safety concerns identified through a systematic planning process. The plan should include a planned sequence of strategies and activities appropriate for all students and should be based on the specific needs identified by a broad-based safe school committee. Safe school planning should be incorporated into the overall planning and evaluation processes

already established in the school so that all aspects of the school's operation contribute to a safe learning environment.

The school district governing board believes that comprehensive safe school plans and programs should focus attention on the traits and experiences that students, teachers, administrators, and other school personnel bring to the school campus; the physical setting and conditions in which education takes place; the organizational and interpersonal processes that occur in and around the school; and the general atmosphere or spirit of the school. The programs should have a major focus on prevention, and they should also include provisions to deal with immediate problems.

Because violence prevention and school safety are concerns common to the district and community, the school district governing board supports collaborative efforts among parents, students, teachers, administrators, counselors, community organizations, law enforcement agencies, school-linked health service providers, and the business community to develop the comprehensive safe school plan for preventing violence and enhancing student and staff safety.

The school district governing board believes that the safety and security of students and staff are major priorities. Physical aggression, hostile behavior, intimidating acts of harassment, extortion, violent behavior, or possession of weapons will not be tolerated. Anyone who demonstrates such behavior will be held accountable for his or her actions in accordance with school rules, district policy, the California *Education Code*, and criminal and civil laws.

Appendix B

California State Board of Education Policies on Safe and Healthy Schools

This appendix contains the California State Board of Education's policies for making schools safe and healthy. Policies for safe schools cover the need for leadership from the school district governing board; the development of a comprehensive plan and program within a school district; the need for collaborative relationships among parents, community members, and school staff; the outcomes of a positive learning environment; and elements of local plans for safe schools.

Board policies dealing with the role of local educational agencies regarding nutrition also appear. The policies presented are for nutrition education and training, nutritional quality of foods and beverages available in California public schools, and the establishment of local policies on nutritional quality of food and beverage sales on public school campuses.

Policies on School Safety

It is the policy of the State Board of Education that all students enrolled in public schools in California have the right to attend campuses which are safe and secure. The Board believes that students cannot benefit fully from an educational program unless they attend school regularly in a school environment which is free from physical and psychological harm. The Board also believes that

the leadership in providing safe schools, establishing behavior standards, and improving student attendance must come primarily from school district governing boards and superintendents. This leadership must be continuous; it must support comprehensive efforts at each school site that assist students in becoming self-directed and responsible for their own behavior.

It is further the policy of the State Board of Education that the substantial benefit students will derive from regular attendance in a safe and orderly school environment justifies a high priority and commitment of personnel and fiscal resources by the California Department of Education and by local educational agencies.

The Board believes that a beginning step toward safer schools is the development of a comprehensive plan for school safety by every public school and district in the state. The plan should be developed and integrated into the ongoing school planning efforts that currently exist and should be reviewed and updated regularly. There should be a districtwide statement of philosophy, an enabling policy, and guidelines that serve as a foundation for safe school plans created by individual schools. The statement must provide a clear sense of purpose and exemplify district support for the entire planning process. The Board acknowledges that a student's academic achievement is a great deterrent to school violence; hence, a comprehensive plan should include a focus on high expectations of student performance and behavior in all aspects of the school experience.

The Board intends that safe school plans be developed cooperatively by parents, students, teachers, administrators, counselors, and community agencies, including local law enforcement, and approved by the local school district governing board. The Board also intends for school districts to establish working and collaborative relationships with law enforcement agencies, service agencies, and parents, which will provide safe and orderly schools, improve attendance, and expand services to students and parents.

The Board believes that if a comprehensive program for school safety is to have long-lasting effects, it should include a planned sequence of strategies and activities appropriate for all students and should be based on specific needs identified by a broad-based safe school committee. The program should have a major focus that is preventive in nature, but it also should include provisions to deal with immediate problems, such as truancy; racial conflict; gang activities on campus; violent behaviors; weapons possession on

campus; drug, alcohol, and other substance abuse; and natural disasters. The plan should also incorporate after-school programs and extracurricular activities that address individual student needs to belong and to be respected and appreciated. Finally, the plan should include procedures for accommodating the socially inappropriate behaviors of children and youth with disabilities.

The Board believes that comprehensive safe school plans and programs should focus attention on the traits and experiences that students, teachers, administrators, and other school personnel bring to the school campus; the physical setting and conditions in which education takes place; the organizational and interpersonal processes that occur in and around the school; and the general atmosphere or spirit of the school.

Implementation of comprehensive plans and programs should provide a positive learning environment which results in the following outcomes:

- Appropriate rules, regulations, and discipline policies that are well publicized, consistently enforced, and nondiscriminatory and that take into consideration the due process entitled to all students, including those with disabilities.
- Appropriate staff development that emphasizes the importance of treating students, parents, and coworkers respectfully.
- A rigorous curriculum that sets high expectations for all students' performances in academic and other subject areas.
- Effective counseling and guidance services that include personal counseling, peer programs, educational counseling, career planning, and training in job-seeking and work-related social skills.
- Supplemental and alternative instructional strategies and learning programs, including co-curricular and extracurricular activities, independent study, work experience, and alternative schools, all of which are designed to empower students to complete high school and to transfer successfully to employment or postsecondary education.
- Student handbooks that explain codes of conduct, including information on such topics as student rights and responsibilities, unacceptable behavior, and procedures for due process and appeals.
- Plans for dealing with potentially disruptive conflict situations, including procedures for referrals to law enforcement agencies for serious offenses.

- Processes for continually examining the factors in school life that influence behavior and modifying those factors that, based on results from research studies, bring about desired behavior.
- Programs that develop a student's self-esteem, personal and social responsibility, character, and ability to resolve conflict in a prosocial manner.
- Appropriate staff development activities teaching safe school strategies, current laws affecting school safety, and responses to crises.
- Collaboration and cooperation among community agencies, law enforcement agencies, neighborhoods, parents, and schools that lead to increased school safety.
- A system of referrals to appropriate agencies for essential personal services that schools cannot provide.

Local plans for safe schools should be based on the following elements:

1. Collaborative relationships among community agencies, parents, local law enforcement agencies, and the school that lead to a common vision of a safe school and commitment to programmatic goals developed by a broad-based safe schools committee.
2. A districtwide statement of philosophy, an enabling policy, and guidelines that serve as a foundation for safe school plans created by individual schools, provide a clear sense of purpose, and exemplify district support for the entire planning process.
3. An assessment of the incidence of campus violence and vandalism, student behavior referrals resulting in suspensions or expulsions, and students' attendance patterns, including actual attendance, number of excused and unexcused absences, and reasons for nonattendance.
4. Identification of appropriate and comprehensive strategies and programs that will provide or maintain a high level of school safety.
5. A discipline policy that clearly defines expected behavior and provides consequences for deviations from the expected behavior and distinguishes discipline problems from law enforcement problems. The discipline policy should provide details on the following:

- Rights and responsibilities of students
 - Student code of conduct
 - Description of specific disruptive behaviors which interfere with the classroom learning environment, such as antisocial behaviors, gang-related attire and conduct, tardiness, excessive absences, and logical consequences for the disruptive behavior
 - Provisions for appeals, hearings, and grievances
 - Processes for reviewing the individual education plan of a child with disabilities before punitive action for socially inappropriate behavior is initiated
6. Objectives and strategies to improve school safety, attendance, student behavior, and disciplinary practices, and thereby reduce campus violence and provide a positive learning environment.
 7. An evaluation of the effectiveness of the designated strategies in reaching the desired attendance, behavior, and school environmental goals.
 8. A description of the roles and responsibilities of teachers, administrators, counselors, paraprofessionals, and other school personnel in developing cooperative working relationships with law enforcement agencies, service agencies, parents, and students to ensure the implementation and continuing progress of the comprehensive plan.
 9. A description of the identified fiscal and personnel resources for the plan's implementation.
 10. Strategies for recognizing situations that may potentially result in disruptive conflict and for implementing appropriate interventions.

This policy was revised on September 10, 1993.

Policies on Nutrition

This section presents verbatim three California State Board of Education policies for local educational agencies regarding nutrition.

Local Educational Agencies—Nutrition Education and Training

The California State Board of Education believes that (1) the nutritional status of children helps determine the overall quality of

their health and ability to learn; (2) schools play an influential role in the development of lifelong eating habits; and (3) appropriate training of school district personnel in nutrition education activities is essential.

The State Board of Education, therefore, recommends that:

1. Local school districts and county offices provide nutrition education as a part of a comprehensive health program.
2. Local school districts and county offices integrate the child nutrition programs into the nutrition education component of the district's comprehensive health education curriculum.
3. Local school districts and county offices develop a plan for the training of all personnel associated with the child nutrition program.
4. Local school districts and county offices provide health, nutrition, and food service education and training to their food service personnel consistent with the health education framework.

This policy was adopted in February, 1987, and January, 1992.

Local Educational Agencies—Nutritional Quality of Foods and Beverages Available in California Public Schools

The California State Board of Education believes: (1) that food available on school premises should provide for the nutritional well-being of children; (2) that food available be consistent with the guidelines (recommendations) contained in the *Health Framework* and *Model Curriculum Standards for Health*; (3) that foods be prepared in ways that ensure optimal student acceptance while retaining nutritive quality; and (4) that food offerings should take into consideration the prevention of chronic diseases. The Board further believes that some guidance and limitations on food choices in the school environment are needed to foster a lifetime of healthful eating habits.

To promote/ensure the health of students, the California State Board of Education recommends that local governing boards adopt policies which include the following:

1. Limits on the sale of foods which contribute little or no nutritional value as defined by federal regulations. Foods of limited or no nutritional value include, but are not limited to, such items as soda water, water ices which do not contain fruit or fruit juices, chewing gum, and certain candies made predominately from sweeteners or artificial sweeteners with a variety of minor ingredients.

2. Limits consistent with *Education Code* Section 39876 on the percentage of all food items offered for sale at any site by any organization during regular school hours which are not on the specified list of nutritious foods.
3. Limits on the amount of salt, sugar, and fat content of foods offered which are consistent with the *U.S. Dietary Guidelines for Americans* and the *California Daily Food Guide*.
4. Requirements that snack foods which are available at times other than mealtime be of good nutritional quality and that those items offered follow the recommendations of the *U.S. Dietary Guidelines for Americans* and the *California Daily Food Guide*.
5. Requirements that foods offered for sale as money-making projects for schools be of good nutritional quality.
6. Provisions for students to be involved in selecting and recommending foods of good nutritional quality for the school.

This policy was adopted in May, 1978; February, 1987; and January, 1992.

References

Education Code Section 39876; *U.S. Dietary Guidelines for Americans*; *California Daily Food Guide*; and *7 Code of Federal Regulations* 210.2 and 220.2, 1980.

Local Educational Agencies—Establishment of Local Policies on Nutritional Quality of Food and Beverage Sales on Public School Campuses

The State Board of Education recommends that local education agency and county office governing boards adopt policies which address all of the following issues:

1. A statement summarizing the district's or county office's nutrition policy
2. A plan for policy implementation and enforcement
3. A description of the local enforcement procedure

The policy should apply to all school-approved groups, including but not limited to students, teachers, parents, booster groups, and outside vendors. It would be appropriate for elementary school policies to be more restrictive than those for junior and senior high schools. Local policies that are more restrictive than existing state or federal laws and regulations are also acceptable.

This policy was adopted in May, 1978; February, 1987; and January, 1992.

Appendix C

School Safety and Violence Prevention Strategies

This appendix presents strategies and actions relating to the four components of the Safe Schools Model described earlier in this publication: personal characteristics of students and staff, the school's physical environment, the school's social environment, and the school's culture. (See the section titled "The Four Components.")

Strategies and Actions Relating to the Personal Characteristics of Students and Staff

Ethnic and Cultural Diversity, Life Experiences, Health Concerns

1. Counter biases and stereotypical perceptions by providing information in the school curriculum about the various heritages of students and staff members and develop cross-cultural experiences and programs.
2. Recognize cultural and ethnic holidays observed in the community. Hold a "history week" and special events to commemorate important dates. Encourage parents and community members to share their culture with students.
3. Invite cultural and ethnic community groups to hold events on school campuses in the evenings and on weekends.
4. Recruit a teaching and counseling staff that reflects the ethnic and racial makeup of the school community.
5. Recruit a parent coordinator who can communicate well with the ethnic groups represented in the school. Encourage the

development of programs that invite parents to become a part of the school community.

6. Require the child welfare and attendance supervisor or other administrator to develop a program for providing adequate support services that will ensure the success of all students who return to school from a juvenile court placement or have been expelled from another school district.
7. Develop school liaisons with child-serving and child-protecting agencies. Establish procedures for referrals and for the exchange of information between the school and students' caseworkers.
8. Coordinate with county health services to use school facilities for health clinics and related services, such as exercise, dieting, smoking cessation, stress reduction, and similar health-improvement programs.

Strategies and Actions Relating to the School's Physical Environment

School Location

1. Create a committee of school staff, students, parents, community members, and law enforcement officers to identify safe routes which students can use for traveling to and from school.
2. Use the school as the meeting place for forming a Neighborhood Watch program and provide child care.
3. Improve communication among school police or security personnel, teachers, students, and the school office. Provide incentives for the entire staff and student body to take responsibility for keeping the school safe.

School Grounds

1. Install highly visible signs required by law regarding school trespassing violations. Require identification badges for all school visitors.
2. Plan beautification projects involving students, staff, and community members. This is a particularly effective way to involve senior citizens and students in intergenerational activities.

3. Create incentives among school groups to reduce vandalism and share the cost savings with them.
4. Cover graffiti and repair damage immediately. Use crews of students, staff, parents, and community members.
5. Increase the presence on campus of school liaison law enforcement officers, probation officers, parents, and personnel from other child-oriented agencies.

School Building and Classrooms

1. Learn proven “target-hardening” techniques from crime prevention experts to make the school buildings less vulnerable to break-ins and damage.
2. Involve students and parents in projects to decorate buildings and classrooms in an inviting and pleasing manner. Solicit support from community businesses to provide materials (e.g., trees) to improve the school’s appearance.

Strategies and Actions Relating to the School’s Social Environment

Leadership

1. Identify student leaders (formal and informal); include them regularly in activities that build positive student involvement. Include students, when appropriate, on all committees and in policy and planning discussions.
2. Act on rumors. Whenever rumors circulate that students are involved in problems, talk to those students. Direct them to counseling and diversionary programs that will help them avoid improper behavior. Contact parents when necessary. Document all meetings and phone calls.

Classroom Organization and Structure

1. Integrate students of all academic levels whenever possible. Structure activities in which students who may not naturally work together are on the same team or project.
2. Incorporate curriculum components that address self-awareness, self-esteem, personal development, cultural competence, decision-making skills, civic responsibility, social relationships, conflict management, and anger control.

3. Develop peer counseling, peer advising, and conflict-resolution programs to handle student conflicts.
4. Encourage parent participation in class activities.
5. Ensure that the curriculum and teaching strategies are designed to accommodate different learning styles and ensure access for students with special learning needs.

Strategies and Actions Relating to the School's Culture

Behavioral Expectations

1. In staff meetings and other communications, reinforce the expectation that adults will model positive, respectful attitudes and behavior toward students.
2. Involve students and parents in the development of school rules so that everyone accepts and feels a sense of ownership of the rules.
3. Develop recognition programs to honor positive contributions by students and to build a team spirit.
4. Encourage service-learning projects as a way of teaching cooperative, positive behavior toward others. Provide many opportunities for students of different age levels to work together (e.g., cross-age tutoring, buddy system, and schoolwide projects).
5. Prohibit gang symbols and clothing at school. Maintain the campus as a neutral zone. Ask law enforcement officers to train staff and parents in gang-suppression activities.

More information on school safety and strategies for preventing violence may be found in *Safe Schools: A Planning Guide for Action* (California Department of Education, 1995). It contains ideas and strategies that have been tested and implemented successfully by education and law enforcement partners throughout California.

Appendix D

Strategies for Creating Safe and Healthy Schools and Communities

Strategies for creating safe and healthy schools and communities are listed as follows:

- **Create a safe and healthy schools advisory group.** The group could be made up of representatives from other school improvement advisory committees who could be relied on to support their peers and who will positively and proactively seek out solutions.
- **Actively assist in establishing a clearly defined district policy for safe and healthy schools.** The policy should include an understanding of the current safe schools issues, trends, and exemplary programs in education and public safety.
- **Develop or increase before- and after-school recreation and youth development activities.** Work with local organizations, such as YMCA/YWCA, Boys and Girls Clubs, parks and recreation departments, religious and science groups, and others, to create meaningful activities for all children and youths.
- **Plan a community beautification campaign.** Involving students and parents in projects to remove graffiti or improve vandalized areas of campuses or parks serves to enhance the appearance of that area as well as to instill a strong sense of pride and ownership among the participants.

NOTE: This material was adapted from *School Safety Ideas*. Malibu, Calif: National School Safety Center, Pepperdine University, n.d.

- **Create a cross-aged tutoring or buddy system for new or younger students or both.** Allowing more mature students an opportunity to tutor others and/or establishing a buddy system for new students builds confidence, self-esteem, and respect among all students.
- **Initiate programs to promote students' responsibility for healthier and safer schools.** Create student leadership groups that consist of formal and informal campus groups. The groups could include students who may, at first, be reluctant to participate or act as role models to assist and encourage their peers. Student representatives can also form a student health and safety committee to identify current and/or potential problems and create solutions.
- **Establish a close relationship with local community agencies, including local law enforcement.** Invite a law enforcement officer from your community to have coffee or breakfast with staff and/or lunch with students or to attend special events and activities. The interaction will build relationships and create mutual respect and a comfortable working relationship for everyone involved.
- **Develop student courts.** This idea has enjoyed great success in California schools. Students serve as the judge, court officers, attorneys, and jurors. It provides students an opportunity to learn decision-making skills and experience the impact of adjudication by their peers. It also teaches the process of the law and democracy.
- **Encourage participation by the clergy in the development of citizenship education programs.** Including members of the clergy in working committees and gaining their involvement in school activities provide additional perspective. Additional opportunities for networking in the community are created.
- **Encourage positive media support.** Determine media needs in terms of operations, deadlines, services, and reports covering school and community news. Encourage reporters to feature topics of interest to the community and promote the positive promotion of school activities. Extend an open invitation for media staff to visit schools and learn about programs.
- **Coordinate safe and healthy schools topic workshops for students and staff.** The issues could outline the relationship of safe and healthy schools to quality education, emphasize the need for community participation, encourage teacher and

parent interaction, and encourage teachers to incorporate health and safety discussions into their instruction time.

- **Recruit parents, community residents without school-aged children, retired teachers, and senior citizens.** The senior citizen community can provide tremendous resources for forming welcoming committees or tutoring students. Their willingness to contribute and positive influence can help promote school activities and maintain positive community contact.
- **Help integrate students and senior citizens with visits to senior centers and retirement homes.** Reaching out to this fastest-growing community group can be accomplished by having students present plays, musical programs, and interviews.
- **Coordinate a student/staff “ride-along” program with officers who patrol your area.** Developing opportunities for an individual to accompany a patrol officer who is carrying out his or her job responsibilities allows for excellent learning experiences. It is also an effective means for law enforcement officers, students, and school employees to develop more understanding, appreciation, and respect for one another. The experience is also an excellent introduction to career opportunities for youths.
- **Arrange presentations by business leaders for students and staff.** Professional, practical advice from business leaders introduces staff to good management practices and can generate ideas for career opportunities for students. Arranging for students to apply practical skills by working with local businesses, as well as providing career-day seminars on campus, can lead to mentoring relationships between business leaders and students.
- **Request a risk management or safety assessment audit by local law enforcement personnel.** This process will identify safety issues that are of concern to staff, parents, and students. It can also create an ongoing partnership among the students, the staff, and the law enforcement agency responsible for responding during a crisis.
- **Request a fingerprint program for the safety of young children.** Fingerprinting can be performed at the school site by a law enforcement officer, with prints given to parents or guardians. This process develops rapport among those involved as well as provides a valuable tool to use in case of an emergency.

Appendix E

School District Programs and Policies for Safe and Healthy Schools

This appendix presents information on programs and policies from school districts throughout California to make schools safe and healthy. The following sections appear in this appendix: “Building a Comprehensive Strategy” from the Modesto City Schools; “Peer Court” from the Placer County Office of Education; the San Bernardino County Children’s Network; an outline of topics for a training program for campus supervisors and volunteers from the Fresno County Unified School District; and sample school district governing board policies for closed campuses from the New Haven Unified School District in Union City, the San Jose Unified School District, Centennial High School in the Kern Union High School District in Bakersfield, and the Modesto City Schools.

Building a Comprehensive Strategy

The Modesto City Schools have been developing comprehensive partnerships for safe and healthy schools in accord with the district’s belief that only cooperative efforts among parents, community organizations, and schools can provide the support students need to cope with the many problems they face today. The following are key components of their strategy:

1. Every school site has a safety committee, which is composed of an interagency team. The school sites send a revised version of their safety plan to the district office each year.

2. Through a contract with the city police department, five full-time officers are assigned to the school district. The advantages of this arrangement are numerous. Perhaps the most important is the information sharing that occurs naturally as a result of the contract. For instance, officers are briefed at a Monday staff meeting before classes begin. The school district quickly learns about altercations or other community problems that have the potential of “spilling over” to the schools. Because of the close relationship with the police department, the school district also has access to all units of the department, such as those involved in gang suppression.
3. The school district has a similar contractual arrangement with the Stanislaus County Probation Department. The advantages of sharing information with the probation department are similar to those of cooperating with the police department. The partnership with the probation department provides services to high-risk students in grades four through eight and their families. Probation services include home assessments and evaluations, attendance tracking and follow-up, and referral of students and parents into specialized counseling and treatment programs.
4. The school district has the services of a gang resources officer who presents the Gang Resistance Education and Training Program (GREAT) to the district’s seventh-grade students. Through this eight-week program, the officer acquaints students with the negative impact that gangs have on schools and communities, enhances students’ cultural sensitivity, and provides strategies for conflict resolution and communication to encourage students to set goals and become responsible young people.
5. “Operation Stay in School” has been very successful. As a truancy-reduction program, it is operated under the cooperative sponsorship of a school district and a local law enforcement agency. Its main objective is to enforce compulsory attendance laws. On stipulated days and hours, law enforcement officers locate unsupervised school-age students without valid reasons for being out of school during school hours. When the truant student is apprehended by law enforcement officers, the student is taken to a reception center. At the center, personnel contact the school and a parent, who is requested to come to the center and return the student to

school. The center provides the opportunity for parents to meet with school personnel to discuss the situation and to talk with their children. In some areas where a reception center is not available, students are returned to their school; and their parents are contacted to set up a conference before the students can be readmitted to the regular school program.

6. Through a "Healthy Start" grant, the district was able to place full-service family health centers on two campuses (one elementary school and one middle school). The centers provide full-time doctors, dentists, and mental health professionals through agreements with community partners. At one school the center is located across from the site of the housing authority and low-income family housing; as a result, many other family services are being offered on that campus, including preschool and day care. The community feels proud of its school, which serves as a community center. The community's concern for the school helps to ensure its safety.
7. An extensive Police Activities League program serves over 1,000 children in the district's kindergarten through grade eight schools. In the program, volunteer police officers work with the youngsters to build rapport and self-esteem.
8. The district has a graffiti program in which the district and Modesto Police Department combine resources to identify graffiti vandals and share information on current gang-related issues affecting the schools and community. The program has been successful in enabling school staff and the police department to exchange information relating to vandalism on and off school campuses as well as information on gang issues.

According to school district officials, the close relationships with community, police, and family-service agencies enable the district to respond more quickly to potential crises. In fact, the school district's partners are often the first to alert the district to potential problems.

For more information contact Sharon Burnis, Assistant Superintendent, Modesto City Elementary and High School Districts; telephone (209) 576-4041.

Peer Court

The Placer County Office of Education, in collaboration with the Placer County Superior Court, district attorney, public defender, probation department, and local high school districts, is implementing a juvenile justice program that includes a peer court. The program objectives are as follows:

1. Develop and implement a program that will teach students their rights and responsibilities under the juvenile justice system.
2. Establish a peer court in which youths who have committed low-level offenses will be sentenced by a jury of their peers.
3. Involve local police and sheriff's departments, probation officers, district attorneys, public defenders, juvenile court judges, and the schools in a collaborative effort to address the increasing numbers of juvenile offenders.
4. Develop a curriculum on juvenile laws, rights, and responsibilities to be taught at the ninth grade level.
5. Provide in-service training for teachers who integrate that curriculum into their instructional program.
6. In cooperation with law enforcement officials and attorneys, train students to participate as court staff—bailiff, clerk, attorney, and so forth—in presenting cases before a teen jury.
7. Prepare high-school-age students to sit as jury members and determine fair sentences for youths who have committed low-level offenses.
8. Provide a diversion program to help reduce recidivism.
9. Increase the effectiveness of school and law enforcement partnerships by creating positive programs for students.
10. Provide positive role models and one-on-one counseling for defendants who come before the peer court.
11. Provide an opportunity for defendants to see the other side of the law through participation on a peer court jury. As a condition of sentencing, require each offender to serve two terms as a juror.
12. Create an advisory board composed of representatives from the school, probation department, juvenile justice and delinquency prevention commission, district attorney's office, public defender's office, and superior court.

For more information, contact Placer County Peer Court, Placer County Office of Education, 360 Nevada Street, Auburn, CA 95603; telephone (916) 889-5909.

A Community Approach: The San Bernardino County Children's Network

Like children's networks in other communities, the San Bernardino County Children's Network concerns itself with "children at risk." The network consists of a variety of public and private agencies that provide direct services to those children. The goal of the network is to improve communications, planning, coordination, and cooperation among agencies serving youths; identify gaps and overlaps in services; provide a forum for clarifying perceptions and expectations among agencies and between agencies and the community; set priorities for interagency projects; and implement collaborative programs, public and private, to better serve children and youths.

The children at risk are defined as minors who, because of behavior, abuse, neglect, medical needs, educational assessment, or a detrimental daily living situation, are eligible for services from one or more of the constituent agencies of the Children's Network.

The Children's Network has six components:

1. *The Children's Policy Council* is composed of department heads of county agencies that provide services to children, two members of the Board of Supervisors, the County Administrative Officer, and the Presiding Judge of the Juvenile Court.
2. *The Children's Advocate Council* is a countywide council of councils composed of representatives of all advisory boards, councils, task forces, and multidisciplinary teams that are related in some way to children's services.
3. *The Children's Services Team* is an interagency, midmanagement problem-solving group that reviews policies and procedures related to specific projects.
4. *The Children's Fund* is a nonprofit corporation that develops a public-private partnership to acquire goods and services for children who cannot obtain them through existing public or private programs.
5. *The Children's Lobby* is an interagency group of legislative analysts who review child-related legislation and make recommendations to the policy council.

6. *The Child Care and Development Planning Council* is responsible for developing (1) a countywide plan that sets the priorities for the use of federal child-care block grant funds in the county for children of eligible families; and (2) a comprehensive countywide, long-range plan for child-care and developmental services.

For more information contact The San Bernardino County Children's Network, 401 North Arrowhead Avenue, Lower Level, San Bernardino, CA 92415-0040; telephone (909) 387-8966.

Sample Training Program for Campus Supervisors and Volunteers

The following outline of topics for a training program, developed by the Fresno Unified School District, provides extensive preparation for persons hired in a district to supervise campus activities and for volunteers performing similar functions:

- A. Supervision Techniques
 - 1. Crowd control
 - 2. Investigation techniques
 - 3. Surveillance
 - 4. Observation
 - 5. Traffic control
- B. Personal Communications Skills
 - 1. Dealing with students
 - 2. Defusing anger and aggression
 - 3. Developing listening skills
 - 4. Developing skills in conflict resolution and management
 - 5. Developing interpersonal relationships
 - 6. Promoting cultural awareness
- C. School Security
 - 1. Radio communication
 - 2. Definitions
 - a. Trespassing
 - b. Loitering
 - c. Assault/battery
 - d. Child abuse
 - e. Theft
 - f. Burglary

- g. Robbery
 - h. Under the influence
 - i. Assault with a deadly weapon
- 3. Contraband
 - a. Weapons
 - b. Controlled substances and paraphernalia
- 4. Gang awareness and identification
- 5. Report writing
 - a. Note taking
 - b. Suspension offenses
 - c. Expulsion offenses
 - d. Arrest process and working with a law enforcement officer
 - e. Gang records (nicknames, dress, leader)
- D. Student Safety
 - 1. Personal protection
 - 2. Safety of others
 - 3. Personal searches
 - 4. Restraint of violent students
- E. Interagency Cooperation—Training with local law enforcement officers
- F. Site-Specific Training—Training on the high school site with site administrators

Sample School District Governing Board Policies for Closed Campuses

These sample materials from school district governing boards throughout California address issues regarding closed campuses. Materials are from the New Haven Unified School District, Union City; the San Jose Unified School District; Centennial High School, Kern Unified School District, Bakersfield; the San Leandro Unified School District; and the Modesto City Schools.

New Haven Unified School District, Union City

The source of this material is from Section 5112.5 of the district code for the New Haven Unified School District, and the legal reference is California *Education Code* Section 44808.5.

In order to keep our students in a supervised, safe, and orderly environment, the [School District] Governing Board establishes a

“closed campus” at all district high schools. Once students arrive at school, they must remain on campus until the end of the school day unless they have brought written authorization from their parents/guardians and received permission from school authorities to leave for a specific purpose. Students who leave campus without such authorization shall be classified as truant and subject to disciplinary action. (*cf. 5113 - Absences and Excuses*)

The Board finds that school facilities and resources are adequate to serve the lunchtime needs of all of our students. The Board further perceives that a closed campus benefits students by encouraging them to participate in school activities rather than follow other pursuits which may not be in their best interests. The requirement to keep students on campus is part of the Board’s efforts to maintain a safe school climate and to reduce afternoon absenteeism.

The administration shall provide educational, recreational, organizational, and social opportunities for students during the lunch period. (*cf. 6145 - Re. Equal Access*)

The Superintendent or designee shall design a system of identification and passes appropriate for use at each school. Each high school principal shall be expected to enforce mechanisms whereby all students may be accounted for at all times during the school day. Parents/guardians shall be informed whenever students are unaccounted for. (*cf. 5112.6 - Parental Notification, Absences*)

Student handbooks shall fully explain all rules and disciplinary procedures involved in the maintenance of the closed campus.

San Jose Unified School District

It is the policy of the school district governing board that all school campuses are closed for all students. A student must, therefore, have permission from the school office when leaving campus. Consequences for middle school and high school students who leave campus without permission during the school day are as follows: first offense—Saturday school; second offense—Saturday school; third offense—suspension. Student visitors require prior approval of the principal or the principal’s designee.

Centennial High School, Kern Union High School District

This material on absences was adapted from the district’s policy on closed campuses. XYZ High School will have a closed-campus policy. Therefore, students shall not leave the immediate campus without first obtaining an off-campus permit from the Attendance

Office. When a student wants to request permission to leave campus, he or she must bring a note from home to the Attendance Office before the time of the absence.

When a student is absent for any reason, the parent or guardian should telephone the school's Attendance Office personnel immediately and provide the following information: the student's name, the reason for the absence, and the estimated time of the absence. If the parent or guardian cannot telephone the Attendance Office, he or she may send a written note with his or her signature to explain the need for each absence. The note should contain the date and reason for each absence. The Attendance Office staff can clear an absence only from a telephone conversation with the parent or guardian or a parent conference at school. Please note: it is illegal for any person to sign another person's name to an absence statement.

San Leandro Unified School District

San Leandro High School is a closed campus. Students must remain on campus throughout the school day, including lunchtime. The only exceptions are students enrolled in special programs such as the Regional Occupational Center Program (ROP). Any student leaving campus must have an ROP pass or a Permit to Leave issued from the attendance office. Leaving without a pass will result in a cut.

Certain areas are closed to student use during lunchtime. Parking lots are off limits during lunchtime. Maps are in the back of this student handbook and are posted around the school. Neither beepers nor radios are allowed on campus; they will be confiscated.

Modesto City Schools

This policy is for grades seven through twelve. In an effort to maintain a safe school environment, to minimize community problems associated with open campuses, and to reduce absenteeism, the School District Governing Board requires that all junior high or middle school and high school campuses be closed during the lunch periods and between classes.

Students who leave campus during lunch or between classes will be considered truant and subject to disciplinary action according to Board Policy 5132, Student Conduct Code, 7–12.

There will be no parent-approved or school-sanctioned exceptions for any reason.

Appendix F

Contingency Plan for School Campus Emergencies

Crises occur on school campuses, and most schools will need to respond to some type of significant crisis at some time. Although schools are not immune to such events and cannot prevent completely unwanted intrusions or disturbances, school personnel can prevent unnecessary confusion and turmoil if they take some planning steps to minimize the possibility of accident or tragedy on their school campus. Planned schoolwide crisis response can significantly reduce disruption during times of high stress. A structured response by a trained team of staff members can facilitate the return to a normal school routine in the unlikely event of a crisis occurring on or near the school campus.

An overall school safety plan requires a thoughtful process for identifying security needs, developing prevention and intervention techniques, evaluating physical facilities, and providing communication and development for staff members and students. Emergency procedures, or a “contingency plan,” are an essential component. The following information outlines emergency response procedures that can be tailored for individual school sites. Schools are encouraged to use this outline as a starting point in reviewing the adequacy of their own contingency plans. Schools with special education students are encouraged to include discussions of emergency plans in individualized education program (IEP) meetings and to make practice drills a regular, periodic classroom activity.

Procedures for Personal Safety and Security

1. Devise a signal for announcing an emergency situation. This signal may differ, depending on the type of emergency and available devices.
2. Identify who can declare an emergency and under what conditions.
3. Provide an emergency kit to each classroom and designate the students responsible for taking the kit when students leave the classroom during an emergency. The kit should contain, at a minimum, the following items:
 - a. A copy of all class rosters and emergency telephone numbers for each student
 - b. A white sheet that could be used for bandages and plastic gloves for protection
 - c. Triage tags to record the student's name and person to whom the student has been released
 - d. A large tarp to cover students in the event of rain
 - e. A large, brightly colored, laminated sign on a stick with the teacher's name clearly printed in the event a student becomes lost during an emergency drill
 - f. Candy and gum (helps reduce an anxious or dry mouth during an emergency)
 - g. Playing cards or small games that can occupy and distract students during the emergency
 - h. Small blanket
4. For special education students augment the emergency kit to include the following items:
 - a. Name cards posted by the door
 - b. Current significant medical information
 - c. Agreements to include medical treatment
 - d. Medications, as necessary
 - e. A strobe light for deaf students
 - f. Picture cue cards for neurologically involved or significantly delayed students
 - g. American sign language cue cards
5. Develop clear instructions for operating the contingency plan and regularly train staff members to respond in a reliable way. As the situation dictates, it may be necessary to:

- a. Lock doors or assume placement in a hallway or classroom as a method of controlling movement around the campus.
 - b. Instruct students and staff members to lie face down on the floor immediately, cover their heads, and try to remain calm and immobile in the event of a shooting or explosion. Use desks as a cover for protection.
 - c. Close and lock windows, if possible.
 - d. Turn off all power equipment in the event of a natural disaster, such as an earthquake or electrical storm.
 - e. Establish a central area for unsupervised students and staff members to assemble.
 - f. Retain students until an “all clear” signal is given.
6. Develop a procedure for identifying safe and injured students.
 7. Identify an adequate location and a procedure for administering first aid.
 8. Develop a systematic process for releasing students to parents or guardians that includes a sign-out procedure and verification of the authorized persons to pick up students. Identify the necessary documentation from parents or guardians for releasing students. Provide a description of the process in other languages for non-English-speaking parents.
 9. Establish a cleanup committee to be called in immediately following a disaster to completely clean and repair damages so that the school can open as soon as the following day. Identify possible professional nonschool personnel to do the cleanup, especially in the event of gunshot victims.
 10. Identify a crisis intervention team of psychologists and counselors to be called to provide debriefing and counseling for any resulting trauma affecting students and staff members.

Procedures to Ensure Smooth Administrative Control of Operations During a Crisis

1. Generally, the principal, or her or his designee, declares an emergency and is responsible for requesting assistance through direct communication with the district superin-

tendent. A predetermined “emergency operations center” (EOC) is established where the superintendent works with emergency services and clearly defines the responsibility of each person.

2. Establish emergency procedures that include notifying local law enforcement agencies, the fire department, and medical assistance agencies as appropriate. In some counties law enforcement officials handle contacts with other agencies in the event of an emergency.
3. Post and regularly update a checklist of equipment and emergency telephone numbers.
4. Have necessary equipment available, such as hand-held radios for communicating with supervising staff, a camera and film for documentation, a fully operational public address system, fully operational fire extinguishers, and a **private** telephone line and number to be used **only** by the principal (or authorized person) and the district superintendent. When the emergency dictates, discontinue use of all telephone lines, except the private line, in order to provide uninterrupted communication with the EOC.
 - a. Do not use a “walkie-talkie” type of radio during a bomb threat if there is a bomb on campus; hand-held radios can detonate electronic devices and may set the bomb off.
 - b. Establish a back-up command post near the school, but not on the school grounds, in the event of a bomb threat. The bomb might be in the administration building.
5. Identify how injured students and staff will be transported to the hospital.
6. Plan alternative routes for transporting injured persons if standard routes are obstructed.
7. Establish an orderly dismissal procedure; e.g., dismissal by floors or sections in a manner that everyone understands.
8. Provide parents with information in the language of the home, if possible, regarding relevant elements of the emergency plan so that they are prepared and know what to expect.
9. Conduct periodic practice drills to ensure that procedures for dismissal run smoothly.
10. Establish a “buddy system” for all students, especially for significantly disabled students.

Procedures for a Clear, Effective Communication System

1. Establish a clear communication system that signals an emergency and, when the crisis has passed, gives an “all clear” signal. The signals should be distinguishable from those that designate class periods, and they should be established **prior** to an emergency situation.
2. Establish a rumor control/information post in a location accessible to parents, interested community members, and media to handle inquiries in an orderly fashion. This post would provide a system for swift parental contact and an outside line for specific communication to community transportation volunteers.
3. Authorize only one or two staff members to act as police contacts.
4. Designate a spokesperson to advise the media and respond to questions and concerns. The press should be dealt with by the public information officer **exclusively** and permitted to approach staff or students **only** after district officials determine that being interviewed by the press would not adversely affect staff or students.
5. Develop a procedure for establishing and maintaining control of the media and onlookers who could impede operations. Have the district’s public information officer or other appointed person provide updated information on the status of a crisis at regular intervals so as to minimize rumors and interruptions. (The Association of California School Administrators provides such a service to districts in crisis on request.)
6. Develop procedures for keeping family members and other relatives informed about students enrolled in the school. For some special education students, it may be necessary to use TDD/TDY or a relay operator.
7. Select a person to take messages and to record incidents for documentation purposes.
8. Establish a system for message delivery and backup should initial communications break down.
9. After the crisis has subsided and students have been dismissed, debrief all staff members about the emergency and the procedures taken.

Procedures for Involving Law Enforcement

1. Develop specific steps to ensure smooth police involvement in a school campus crisis situation. For example, school administrators may bring several uniformed police officers on campus to de-escalate a situation, to display force, or to arrange for arrests if appropriate. As the situation improves, gradually reduce the number of officers on campus. The officers should attempt to interact with students in the students' native language, if possible, and be responsive and approachable. When the situation is controlled, officers should leave the campus calmly.
2. Develop a written agreement regarding coordination and police response to a school disruption before such an event occurs. The written memorandum of understanding would include clear guidelines regarding the point at which responsibility for a situation would be assumed by the assigned officer(s).
3. Develop an ongoing system of communication and review of facility planning and student activity on campus that includes students, staff, law enforcement, and parents. Distribute new information (in the language of the home) as it develops to keep everyone current.
4. Investigate the possibility of an assigned school resource/liaison law enforcement officer.
5. Design emergency plans with assistance from the police department that include planning for major life-threatening disorders, such as shootings and bomb threats, as well as for natural disasters.
6. Establish personal contact between authorized staff and police department staff prior to an emergency.
7. Include arrangements for a "call back" number to verify that a police assistance call is legitimate when "911" has not been used to contact law enforcement.
8. Train school staff in leadership roles to recognize when police intervention is required. (Police staff become primarily responsible for enforcing the law and will insist on final decision making in all matters involving their sworn obligations.)
9. Practice contingency procedures to ensure that the plan runs smoothly and is comprehensive. Review the contingency plan

regularly with staff members throughout the year and conduct monthly drills for students and staff members to prepare them to respond to *all* types of emergencies.

Guidelines for Police Intervention in School Disruptions

It should be noted that before direct police intervention is requested, every effort to settle a disruption should be made by the staff. The police department, however, should be notified of the school disturbance as a matter of record and a reference for any future need for assistance.

School and police officials respond to a disturbance in accordance to the level of intensity. The three levels are:

1. **Level 1** - The disturbance is confined to one area and without threat to students or staff. School personnel would respond by containing or removing persons involved with minimum interruption.
2. **Level 2** - The disturbance is mobile and/or poses a direct threat to students/staff. The school would remain open; but security forces would isolate the disruptive activity, detain individuals involved, and terminate the threat of escalation. As many school personnel as possible should carry out school operations during the disturbance.
3. **Level 3** - The disturbance prevents regular school operations from continuing; there are serious threats to student and staff safety; and the situation is no longer within the school's control. The principal would request police assistance in accordance with guidelines previously established in the written memorandum of understanding; school would be closed, and responsibility for controlling a situation would be assumed by the officers assigned; and authority to end the disruption would shift from the school administrator(s) to the police officer in charge. However, responsibility for maintaining safety and order among the students and staff and responsibility for the facility would remain with the school and district administration.

The School/Law Enforcement Partnership Program, sponsored by the State Superintendent of Public Instruction and the Attorney General, includes a cadre of individuals located throughout the

state who are available to provide technical assistance on issues related to school safety and safe school plans. The Partnership Program also sponsored the development of a school safety handbook, which provides added information and details for the development of a comprehensive school safety plan. The book titled *Safe Schools: A Planning Guide for Action* is available through the California Department of Education, Bureau of Publications Sales Unit, P. O. Box 271, Sacramento, CA 95812-0271; (916) 445-1260 or call toll free (800) 995-4099.

To obtain services or further information, contact the California Department of Education, Safe Schools and Violence Prevention Office (916) 323-2183, or the Office of the Attorney General, Crime Prevention Center (916) 324-7863. For assistance regarding school facilities design or site selection, contact the California Department of Education, School Facilities Planning Division (916) 322-2470. The mailing address for the California Department of Education is P.O. Box 944272, Sacramento, CA 94244-2720. The mailing address for the Office of the Attorney General is California Department of Justice, P.O. Box 944255, Sacramento, CA 94244-2550.

Appendix G

Key Issues in Implementing Closed Campuses

Several issues complicate the decision to close school campuses during the school day, but schools and districts with closed campuses have addressed these issues effectively. Some of the issues perceived to be troublesome were easily overcome with creative and persistent efforts. The key issues include acceptance by the school community, facilities, food service for all students, student lunchtime activities, supervision, and plans for rainy days. This appendix concludes with “Questions and Answers for Closed Campuses.” The discussion that follows identifies the dimensions of these issues and includes recommendations from practitioners who have closed school campuses during the school day.

Acceptance by the School Community

Although the Public Agenda report *First Things First: What Americans Expect from the Public Schools* (1994) identifies a high public priority for closing campuses (71 percent), schools and districts may find subgroups in the community questioning the need for closed campuses. The major “sales point” and rationale for closing campuses is the safety of students and staff members. When students, staff, parents, and community representatives understand the reasons for closing campuses, they generally support the decision.

Each school community constituency should be involved in identifying possible barriers to closing school campuses and recommending solutions to those anticipated barriers. Schools and

districts experienced in implementing closed campuses strongly suggest soliciting suggestions from all students about solutions and emphasize the need for stating clear reasons and advantages for the new policy (e.g., safety of students, less illegal activity outside of the school campus, fewer traffic hazards during the school day, and increased school spirit).

Schools can anticipate that students will not initially embrace the concept of closed campuses; but when schools and districts involve students from the beginning and give them opportunities to identify implementation strategies, schools build student acceptance. This acceptance is important if students are to view the closing of school campuses as an opportunity to create a safe environment and develop new programs.

Some school districts include closing campuses at lunchtime in their comprehensive safe school plan; and when they show closed campuses within the context of overall school safety, they report greater acceptance of the new policy.

Implementation tips. The following tips can help build school and community acceptance:

1. Provide sufficient time for recommendations from the advisory group—a **minimum** of six to eight weeks. Those persons who have been successful in closing school campuses emphasize the importance of allowing enough time for this step.
2. Start working with the advisory group in the spring preceding the school year in which a closed-campus policy is to be implemented. This lead-up period provides enough time for sufficient input and involvement and allows students and staff members to adjust to the new policy during a vacation period from school.
3. Collect data that support your reasons for adopting a closed-campus policy. Continue to collect these data as you evaluate the effects of the policy over time.
4. Involve the local media in the early work to close a school campus. Local media can conduct opinion polls and present the results.
5. Sponsor a student exchange with a nearby school campus that has a closed-campus policy. For example, James Logan High School in the New Haven Unified School District allows students to “shadow” a buddy on the host campus during the school day and asks the students to report to the advisory group, student leadership class, or school board. When

- students see the types of student activities and ease of operations on the host campus, they can be strong advocates for their own closed campus. Allow student visitors to use associated student body (ASB) funds to buy their lunch.
6. Encourage advisory group members to visit schools that have a closed-campus policy to observe the practical applications of the closed campus and to determine which solutions could be used for their school and district.
 7. Emphasize to local business owners the benefit to their operations when students no longer congregate at their facilities: clientele are more likely to spend more money on lunch, less litter clutters their premises, and less potential exists for vandalism.
 8. Use a positive “green light” approach to building community support for closed campuses. Use a focus group approach for gathering information about the barriers to closing a school campus. Anticipate some negative reaction; and after each constituency group has provided its ideas, return to those groups with a plan that incorporates as many of their recommendations as possible.
 9. Be sure that all communication about the campus closing during lunchtime will be translated into all the primary languages spoken in the school community.

Facilities

Closed campuses imply the need for specific barriers that demarcate the campus boundaries and keep students on campus. Some schools with closed campuses report that complete perimeter fencing **is not** a prerequisite for closing their campuses. For example, Desert Sands Unified School District found that only some additional barriers were necessary to make it inconvenient for students attempting to leave a closed campus. Other schools and districts added fencing only to specifically designated areas, such as parking lots. Closed campuses may also need additional covered seating capacity for students eating lunch on campus. In warmer climates schools can use a cabana-type structure for seating; cooler climates require a more enclosed structure.

Food Service for All Students

One of the major issues schools and districts face when closing a campus is providing lunch to students who would have left campus for outside fast-food restaurants. Schools and districts have several choices for providing all students with adequate food service, including the number and length of lunch periods to accommodate all students, the type of food served to students, and the number of service areas.

Number and Length of Lunch Periods

Some schools have opted for two short lunch periods, 30 to 35 minutes in length, to minimize the students' free time during lunch and lessen supervision problems. Some of these campuses have assigned lunch periods according to grade levels: ninth and tenth grade students have the first lunch period; and eleventh and twelfth grade students, the second. Others divide lunches by geographic location on the campus (west wing has the first lunch period; and east wing, the second). Other schools have a 15-minute period between lunch periods to ensure that all students are in class, to minimize student contact during passing times, and to avoid "double" lunching.

When schools opt for a single long lunch period (45 to 50 minutes), they report the advantage of increased school spirit and student involvement. The longer lunch period may result when a school opts to back up the lunch period against regularly scheduled classes. These schools provide a myriad of student activities designed to address student interests and informally connect students and staff members.

Type of Food Served to Students

Schools considering the policy of closed campuses need to re-examine their lunch food service menus to ensure that the food served is appealing, nutritious, and accessible. Food service programs can offer food that complements vendors' offerings, and they can increase the students' use of the school-sponsored food program. Some schools have initiated salad bars and report that their sales have increased significantly.

When considering outside vendors for lunchtime alternatives, invite the outside vendors to submit proposals which can then be coordinated through the food service program. Districts that have

closed campuses report additional revenue from fees charged to vendors for the privilege of selling food on campus.

Number of Service Areas

Schools with closed campuses report the need for an increase in food service areas scattered around the school campus. More service points (requiring additional student or adult staffing and space) allow for an increased number of students to be fed in a shorter time. The larger number of service areas prevents large groups of students from congregating and reduces the likelihood of lunchtime disruptions.

Implementation tips. The following tips can increase the efficiency with which students can be fed and provided appealing, healthy food:

1. The district's food service director should coordinate the provision of food service items from outside vendors to ensure a complement of what the district's food service program offers to students. For example, pizza days sponsored by the food service program can be undermined if an outside vendor offers pizza the same day.
2. Invite students to sample test-food products considered for lunchtime offerings. When students have the opportunity to taste a test product before it is marketed, they feel more involved and can promote the chance to try new food items as a positive advantage to the closed campus.
3. Involve students in the design and carry-through of lunchtime activities during longer lunch periods. The greater the student involvement, the greater the rate of participation.

Student Lunchtime Activities

Student activities are powerful strategies to engage all students and increase their feeling of being connected to school and school staff members. Schools should develop a comprehensive strategy for lunchtime activities, in accord with students' suggestions, to ensure that high-quality activities are provided for students that can complement a rigorous academic program and reinforce the personal and social skills (such as decision making, leadership, communication, and goal setting) being developed in the instructional program.

Staff from closed-campus schools report that successful lunchtime activities include movies, intramural athletic activities, tournaments, talent shows, dance contests, and other competitions. Lunchtime activities can also provide members of campus clubs and other extracurricular activities with opportunities to meet and work on projects. Lunchtime meetings make these activities more accessible to students who are not able to stay after school to participate.

Implementation tips. The following tips can increase the level of student involvement in student activities on the school campus:

1. Involve students in the planning and implementation process for student activities. Conduct an assessment with students to determine the types of lunchtime activities they want.
2. If the meeting time for the leadership group or class responsible for these activities is scheduled just before the lunch period, members of the class can organize and operate many of the programs. If they elect to offer movies during the lunch period, they can advertise the movie, set up the projection area, and determine what, if any, costs should be charged (movies can be serial presentations to “hook” students into repeated participation). The sponsor of the group or class must ensure that the content of the films is appropriate.
3. Hire or designate a full-time director of student activities. Avoid assigning additional responsibilities to teachers without providing some type of benefits for them.
4. Form a school-business partnership in which a commercial store is operated on campus with student “employees.” Products for sale are purchased from the commercial interest at a wholesale price, and the proceeds from sales go into the ASB fund for future student activities.
5. Conduct activities in which faculty and other staff members play or interact with the students. For example, the Stockton Recreation and Parks Department reports that one of its most successful lunch activities is faculty-student street hockey in which teams use plastic hockey sticks and tennis balls.
6. Contact staff from the local Parks and Recreation Department or college or university students for assistance in planning and coordinating lunchtime programs. Some college or university students may receive work-learn credits for the services they provide to schools and districts.
7. Provide warnings toward the end of the lunchtime activities to prevent tardiness to classes after lunch.

Supervision

Schools that initiate a closed-campus policy initially report the need for increased supervision. After students adapt to the closed campus, the level of supervision can be reduced gradually.

Plans for Rainy Days

All schools and districts, regardless of their open- or closed-campus status, should have contingency plans for rainy days, such as opening the school's gymnasium for athletic activities, the school's library for quiet activities, classrooms for a dry lunchtime, or other covered areas for additional space. Rainy days can present challenges, but when all usable areas are open during the lunchtime, students can stay dry.

Questions and Answers for Closed Campuses

What is a closed campus? What exceptions are possible with a closed-campus policy?

Closed school campuses require **all** students to stay on the school campus until the end of their instructional program unless their program is conducted off campus (e.g., ROP/C courses, job shadowing, or community service experiences). Other students may leave the campus for special reasons and short-term periods, such as for medical appointments, employment, or child care (as a teen parent). Those students are subject to a check-in and check-out process to maintain the closed-campus policy. A policy that exempts seniors or other groups of students does not meet the provisions of a closed campus.

How does a closed-campus policy affect parent participation and community involvement?

A closed-campus policy should not deter family and community involvement on campus; however, schools need to establish a policy for registering visitors when they enter the campus. School administrators should know who is on campus at all times and should know when any students or visitors leave the campus.

Concurrently with enforcement of a closed-campus policy, a school should ensure that family and community members understand the policy in the positive context of the advantages identified previously and know that their participation on campus is highly encouraged. The security of knowing that the campus is safe may increase the comfort level of family and community members and encourage them to spend time on campus and to promote effectively the school as a community center.

What type of funding is necessary to close a campus?

Closing a campus may require some additional funding, but those needs can be minimal and temporary. For example, fencing is often considered a prerequisite for closed campuses. However, districts having closed campuses report that fencing may be needed only in strategic areas rather than around the entire campus.

Increased supervision will require additional funding, and the cost to employ part-time campus supervisors can vary significantly. Some schools use a solid core of parent and community volunteers who can supervise lunchtime, as well as before- and after-school, activities. In addition to receiving help from parents, many schools and districts report finding solid support from grandparents, retired persons, and personnel from community-based organizations willing to assist schools with their supervision needs. Those volunteers could be given a small stipend to cover the cost of transportation needs or special uniforms that signify their importance.

Some funding is necessary for communication devices for campus supervisors, including two-way radios and small cameras. (Refer to the “Supervision” section elsewhere in this publication.) However, financial needs that occur in closing a campus may be offset by reductions in other school programs or from the increased a.d.a. that results from closing the campus.

What extra equipment is helpful for a closed campus?

When schools have an increased need for supervising large numbers of students during lunchtime, additional equipment may be helpful in maintaining a peaceful and safe environment. Campus supervisors find that communication devices are very helpful, such as two-way radio devices for supervisors, cellular telephones for administrators, and small pocket cameras or portable video cameras for recording lunchtime activities or documenting student activities.

For example, school-site supervisors in the Stockton Unified School District use video cameras during lunchtime; and, to increase school spirit, they take frequent video excerpts of intramural sports or special club activities for showing at assemblies. The mere presence of the camera helps dispel disciplinary problems, and few students who engage in questionable activities wish to be filmed.

What kinds staff training are beneficial to a closed campus?

Schools with closed campuses report that students, staff, and parents benefit from receiving training in conflict-resolution skills. Several grant programs are available for such training, including the Conflict Resolution and School Violence Reduction Program operated by county offices of education and CDE using asset-forfeiture funds and the School/Law Enforcement Partnership's Conflict Resolution Grant Program.

Staff members may also need information for their staff development programs related to recognizing potential gang problems, defusing potentially assaultive behaviors, dealing effectively with campus rumors, and implementing schoolwide programs to heighten sensitivity to and acceptance of student diversity.

How can a closed campus handle the increased amount of lunchtime litter?

Schools can anticipate an increase in the amount of litter produced when more students are on campus for the entire day. Several ways in which schools with closed campuses may respond are as follows:

- a. Place additional trash cans in strategic locations where students eat their lunches. Avoid plastic trash cans; they burn easily.
- b. Consider giving students the option of participating in a Temporary Alternative Program (TAP) in lieu of in-house suspension for minor offenses. For example, in the San Leandro Unified School District and the San Lorenzo Unified School District, students assigned to TAP have the responsibility for cleaning the campus after lunch.
- c. Initiate recycling programs on campus in which the proceeds are directed into the Associated Student Body (ASB) fund. James Logan High School in the New Haven Unified School District uses this strategy and requires student assemblies to be held during which recycling methods and the procedures

to be used on campus are demonstrated. Involve student leadership and athletic groups in promoting the recycling program and consider incorporating class competitions to increase the amount of recycled items. Solicit recycling companies for collection containers and pick-up services. Having students plan, implement, and coordinate this program can qualify it as a service learning project.

How do closed campuses accommodate students who participate in ROP courses or other off-campus experiences?

Students who are enrolled in ROP classes, job shadowing, cross-age tutoring, or community service may leave campus to participate in the off-campus activity. Schools need to monitor students who leave campus for these programs, and the administration should issue special identification cards or badges. The identification should include the student's name and photo, the school's name, and the period for which the pass is valid.

The off-campus placement is the student's assigned and supervised site. The student is subject to the same discipline and consequences for acts committed on the off-campus site as for acts committed on campus.

How do closed campuses affect truancy?

Schools that have closed their campuses report truancy to be less of a problem than anticipated. School officials or local law enforcement officials can determine more easily whether a youth is truant and whether a youth in the community is absent for a legitimate reason. Students off campus during the school day are the exception and must have a school identification card for an off-campus program.

What problems increase with a closed campus?

Schools do report an increase in the amount of on-campus smoking because students may not leave campus to smoke. Schools need to be prepared with smoking cessation programs for youths and to enforce disciplinary consequences for smoking. Funds for smoking cessation programs are available from the Tobacco-Use Prevention Education (TUPE) Program. (For information and resources, contact CDE's Healthy Kids Office at (916) 657-2810.) Schools also may experience an increase in student conflicts unless active conflict-management and peer-mediation programs have been instituted.

What are the important steps involved in closing a campus?

The first, and perhaps most important, step in closing campuses is creating a *broad-based advisory group* that includes all major stakeholders. A broad-based group can (1) identify all the issues specific to the local community; (2) gather data and recommendations from the larger community; (3) create a support group for schools closing their campuses; (4) help students, parents, local businesses, and other community groups “buy in” to the decision; (5) develop a clear rationale for closed campuses; and (6) offset possible negative media coverage from “human interest” stories. (Contact the Modesto City Schools, the San Leandro Unified School District, and the Desert Sands Unified School District for more information.)

Members of the advisory group must represent all groups, as follows, affected by the decision:

- a. Students (Be sure to have more than one student in the group and be sure that student members represent all students, not just the traditional leaders.)
- b. High school and middle school principals
- c. Vice-principals and assistant principals
- d. School district governing board members
- e. Superintendent’s staff
- f. Teachers
- g. Student activity directors and school counselors
- h. School food-service directors and local fast-food providers
- i. School police and local law enforcement personnel
- j. Chamber of Commerce and local business representatives
- k. Parents and guardians (Make sure that the parent and guardian members represent the diversity of the community.)
- l. School-linked services groups
- m. Community members, including representatives from the parks and recreation agencies
- n. Media representatives
- o. Bargaining-unit representatives

After establishing an advisory group, a school district should engage the group in identifying local key issues related to closing its school campuses and determining the priority of each key issue. Members should be responsible for communicating information to and soliciting responses from the constituencies they represent. The group also can provide important assistance in drafting rules

and procedures, providing activity programs, and designing food-service operations.

According to the status of each key issue, schools and districts can then prioritize the order of their efforts for planning, resource allocation, and implementation. Generally, districts and schools that have closed their campuses set resource allocations in the following order of priority: (1) food service; (2) supervision; and (3) student activities.

Appendix H

Research Base and References for Safe Schools

The following statements provide a rationale for safe school programs and support the implementation of strategies to ensure safe school environments as a part of the comprehensive effort to improve student learning:

It is impossible for our students to achieve the goals that have been set for them when they do not feel safe, and it is impossible for teachers to teach in an environment where they do not feel safe.

Dr. Franklin Smith, Superintendent, Washington, D.C., Public Schools, "Safeguarding Our Youth: Violence Prevention for Our Nation's Children." Paper presented at Forum Proceedings, Washington, D.C., July 20-21, 1993.

Acts of violence disrupt the normal functioning of a school, and fear of violence prevents students and teachers from concentrating on meaningful learning and teaching.

Kadel, Stephanie, and Joseph Follman. *Reducing School Violence in Florida*. Hot Topics: Usable Research. Tallahassee, Fla.: SouthEastern Regional Vision for Education, February, 1993.

Almost 75 percent of Americans responding to a national survey in 1994 said that "drugs and violence" are serious problems in schools in their area.

First Things First: What Americans Expect from the Public Schools. New York: Public Agenda, 1994.

This year, as in 18 of the last 26 annual Phi Delta Kappa/Gallup polls, “lack of discipline” was judged to be the biggest problem faced by local public schools. “Fighting, violence, and gangs” were also judged to be serious problems.

Elam, Stanley M., and Lowell C. Rose. “The 27th Annual Phi Delta Kappa/Gallup Poll of the Public’s Attitudes Toward the Public Schools,” *Phi Delta Kappan* (September, 1995).

In an April, 1994, poll conducted by the *San Francisco Chronicle*, 75 percent of 600 polled adults felt that the solution to youth violence is to improve schools and provide more job training.

Garcia, Paul A. “Creating a Safe School Climate,” *Thrust for Educational Leadership* (October, 1994).

According to Dr. Hope Hill, clinical psychologist and professor of psychology at Harvard University, developmentally appropriate interventions that begin no later than preschool and extend to high school are key components in the prevention of aggressive and violent behavior.

Safeguarding Our Youth: Violence Prevention for Our Nation’s Children, Forum Proceedings, Washington, D.C., July 20-21, 1993.

In their work, *Effective Schools and Classrooms: A Research-Based Perspective*, David A. Squires, William G. Huit, and John K. Segars have linked student performance with school safety.

Squires, David A.; William G. Huit; and John K. Segars. *Effective Schools and Classrooms: A Research-Based Perspective*. Alexandria, Va.: Association for Supervision and Curriculum Development, 1983.

According to Annette Townley of the National Association for Mediation in Education, research studies have shown that conflict resolution programs decrease the number of school suspensions and improve school climate.

Safeguarding Our Youth: Violence Prevention for Our Nation’s Children, Forum Proceedings, Washington, D.C., July 20-21, 1993.

According to Timothy P. Shriver, Supervisor, Social Development Department, New Haven Public Schools, a New Haven, Connecticut, school intervention program resulted in a significant reduction in school suspension rates.

Safeguarding Our Youth: Violence Prevention for Our Nation’s Children, Forum Proceedings, Washington, D.C., July 20-21, 1993.

In excess of 80 percent of 2,000 school districts surveyed believe that school violence is worse than it was five years ago.

National School Boards Survey, 1993.

In 1994, 39 percent of twelfth grade students surveyed in a national poll admitted that they had been threatened with violence; 17 percent had been injured at school.

National Education Goals Panel. *Data Volume for the National Education Goals Report*. Washington, D.C.: National Education Goals Panel, p. 144.

The Los Angeles Unified School District reported that safe school programs in 1993-94 reduced crime by up to 69 percent.

Isaacs, Dan. "Safe Islands on the Streets of Los Angeles," *Thrust for Educational Leadership* (October, 1994).

According to Richard Riley, Secretary of the U.S. Department of Education, an estimated 270,000 students throughout the nation bring guns to school each day.

Garcia, Paul A. "Creating a Safe School Climate," *Thrust for Educational Leadership* (October, 1994).

I've gotten beat up and everything. I've had a bag put over my head and [been] beat up. I've had a gun put to my head once. . . . It kind of makes me mad that I have to grow up [in this type of place] where I have to go to school. (Testimony of twelve-year-old student)

Report and Recommendations of the Juvenile Gun Violence Public Hearings. Sacramento: California Council on Criminal Justice, October, 1995.

Students, teachers, and school staff often fear physical violence, and many elementary students feel that they may not live to become adults.

Poplin, Mary, and Joseph Weers. *Voices from the Inside: A Report on Schooling from Inside the Classroom*. Claremont, Calif.: The Institute for Education in Transformation at the Claremont Graduate School, 1992.

Throughout the United States, nearly 3,000,000 crimes occur on or near school campuses every year.

Kadel, Stephanie, and Joseph Follman. *Reducing School Violence in Florida*. Hot Topics: Usable Research. Tallahassee, Fla.: SouthEastern Regional Vision for Education, February, 1993.

Nationwide, between September, 1986, and June, 1990, 75 people were killed with guns at school, 200 were severely wounded, and 242 were held hostage at school.

Kadel, Stephanie, and Joseph Follman. *Reducing School Violence in Florida*. Hot Topics: Usable Research. Tallahassee, Fla.: SouthEastern Regional Vision for Education, February, 1993.

After reviewing the results of a nationwide survey of students in grades nine through twelve conducted by the national Centers for Disease Control and Prevention, a spokeswoman for the American Academy of Pediatrics concluded that “Violence in school is a major health problem for teens.” Some of the findings of this survey were:

- 11.8 percent of those surveyed had carried weapons on campus in the previous month.
- 24 percent said that they were offered, sold, or given an illegal drug at school in the previous year.
- 16.2 percent said they had been in a fight at school in the previous year.
- 7.3 percent were threatened or injured with a weapon while at school.
- 4.4 percent of the students had skipped school at least one day in the previous month because they felt unsafe.
- 32.7 percent of those surveyed had belongings (e.g., a car, clothing, or books) stolen or deliberately damaged on school property during the previous year.

Youth Risk Behavior Surveillance—United States, 1993. Atlanta: Centers for Disease Control and Prevention, U.S. Department of Health and Human Services, 1993.

A recent survey of youths revealed:

- 37 percent of students do not feel safe at school.
- 50 percent know someone who has switched schools to feel safe.
- 63 percent say they would learn more if they felt safer.
- 47 percent say teachers spend at least half of the class time disciplining students.
- 41 percent of students think about their safety at least a quarter of the day.
- 23 percent want antiviolenence classes.

“School Safety: What U.S. Students Think,” *USA Today* poll (April, 1993).

Nearly one-fourth (23 percent) of the 1,217 public school students who responded to a 1993 Metropolitan Life survey stated that they had been the victim of an act of violence in or around school.

Violence in America's Public Schools. New York: Metropolitan Life Insurance Company, 1993.

School failure is an important predictor of later violence, and preschool intellectual enrichment programs show some evidence of reductions in both school failure and later offenses.

National Research Council. *Understanding and Preventing Violence*. Washington, D.C.: National Academy Press, 1993.

Anecdotal information provided in summaries from research studies indicates that spatial characteristics of schools can be conducive to violence in that (1) a relatively high number of individuals occupy a limited amount of space; (2) the capacity to avoid confrontations is somewhat reduced; (3) the imposition of behavioral routines and conformity may contribute to feelings of anger, resentment, and rejection; and (4) poor design features may facilitate the commission of violent acts. These characteristics suggest possible intervention for reducing school violence; e.g., promoting student participation in rule enforcement and enhancing environmental design.

National Research Council. *Understanding and Preventing Violence*. Washington, D.C.: National Academy Press, 1993.